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Report of the Capitol Planning Commission, Including a Master Plan for the State Capitol Complex, Augusta, Maine

Frank Grad & Sons

Capitol Planning Commission

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STATE OF MAINE
CAPITOL PLANNING COMMISSION MASTER PLAN REPORT
JANUARY 17, 1969

FRANK
GRAD
& SONS

ARCHITECTURE • ENGINEERING • PLANNING

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CONTENTS

REPORT OF THE CAPITOL PLANNING COMMISSION	4
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MASTER PLAN RECOMMENDED BY THE CAPITOL
PLANNING COMMISSION AS PREPARED BY
FRANK GRAD & SONS,
CONSULTANTS TO THE COMMISSION.

INTRODUCTION	6
Authority	
Procedure	

HISTORICAL BACKGROUND	7
-----------------------------	---

EVALUATION OF EXISTING STRUCTURES	8
---	---

ANALYSIS OF SPACE REQUIREMENTS	9
--------------------------------------	---

 Office Space
 Legislative Facilities
 Computer Facilities
 Central Storage Facility
 Buildings and Grounds Service Facilities
 Food Service Facility
 Other Facilities

PARKING REQUIREMENTS	11
----------------------------	----

MASTER PLANNING CONSIDERATIONS	12
--------------------------------------	----

 Planning by the City of Augusta
 Traffic and Road Patterns
 Parking Facilities
 Communication between Buildings
 Flexibility in Growth
 Topography
 Relationship of State House to Park
 Visitors and Tourists

SELECTION OF SITE	14
-------------------------	----

THE PROPOSED MASTER PLAN	16
--------------------------------	----

IMPLEMENTATION OF THE MASTER PLAN ...	21
---------------------------------------	----

ESTIMATES OF CONSTRUCTION COST	23
--------------------------------------	----

SUMMARY AND RECOMMENDATIONS	24
-----------------------------------	----

ACKNOWLEDGMENTS	25
-----------------------	----

SIGNATURE	25
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STATE OF MAINE
REPORT OF THE CAPITOL
PLANNING COMMISSION
JANUARY 17, 1969

INCLUDING A MASTER PLAN FOR THE
STATE CAPITOL COMPLEX, AUGUSTA, MAINE
PREPARED BY
FRANK GRAD & SONS
ARCHITECTS – ENGINEERS – PLANNERS
CONSULTANTS TO THE CAPITOL
PLANNING COMMISSION

THE CAPITOL PLANNING COMMISSION

Senator Rodney W. Ross, *Chairman*
Allen G. Pease, *Vice Chairman*
Lawrence J. Cloutier
Lawrence Stuart
Lillian Y. Utterback

ADVISING ARCHITECTS

Philip Wadsworth, *A.I.A.*
Elliot M. Bates, *A.I.A.*

SECRETARIAT

Niran C. Bates – *Director* –
Bureau of Public Improvements
Richard G. Bachelder – *Planning Engineer* –
Bureau of Public Improvements

*Early View of State House in Augusta,
Maine, now in State Library, Augusta*

GOVERNOR KENNETH M. CURTIS, AND MEMBERS OF THE 104th LEGISLATURE STATE OF MAINE

The Capitol Planning Commission, created pursuant to Chapter 458, Private and Special Laws to establish a master plan for the orderly and aesthetic development of future state buildings and grounds in the Capitol Area of the City of Augusta, submits the following as its report.

FOREWORD

The Capitol Planning Commission consisting of Senator Rodney W. Ross, Allen G. Pease, Lawrence J. Cloutier, Lawrence Stuart and Lillian Y. Utterback, appointed by the Governor with the advice and consent of the Council, organized on November 2, 1967, and elected Senator Rodney W. Ross Chairman and Allen G. Pease Vice Chairman. Two Maine architects were selected to serve as unofficial advisors to the Commission: Philip Wadsworth, A.I.A. of Portland and Elliot M. Bates, A.I.A. of Auburn. The Bureau of Public Improvements having been named by law as secretariat, this function was assigned to Niran C. Bates, Director, and Richard G. Bachelder, Planning Engineer.

The Commission was empowered to employ necessary assistance to carry out its function and in its search for professional planning skill made visits, collectively and individually, to several state capitols where similar long range master planning has been accomplished. Several planning firms were interviewed to serve as consultants to the Commission and ultimately Frank Grad & Sons, Architects, Engineers, and Planners of Newark, New Jersey, were selected. This firm has acted for many years as planning consultants to the State of New Jersey and prepared the master plan for the capitol at Trenton, which was visited by the Commission. A contract was then made by the Commission with Frank Grad & Sons. The Bureau of Public Improvements was appointed to maintain liaison and to monitor the work.

HISTORICAL BACKGROUND

Historical prints and similar sources depicting the original State House, erected after Maine obtained statehood in 1820, offer an interesting contrast to aerial photographs of the State Capitol of today. Growth of State government and its need for space has been particularly apparent when major building programs have been undertaken, such as the addition of State House wings in 1903-1910 and the construction of the State Office Building in 1953, but there have been many other evidences of increased space requirements in the expansion by various agencies into numerous smaller premises acquired by the State from private owners. This process has continued to the point where the functions of the State government are now widely scattered about the City and in many instances are carried on under undesirable conditions of over-crowding and discomfort. The imminent need for a large amount of new office space as well as expanded accommodations of other kinds has thus become clear in recent years, and has led to recognition of the continuing nature of such growth in space demands and a requirement for long range planning—not only in building programming but in building siting. It has become apparent too, that land on which future buildings might be placed would have to be reserved. When plans were disclosed in 1957 for private construction of a gasoline station directly adjacent to the State House, the desire to protect the State House from such encroachment, or any similar threat in the future, resulted in the definition of the bounds of the Capitol Area by action of the 99th Legislature.

In 1965 the new Cultural Building was authorized but the choice of a site was difficult because no over-all pattern or plan had been established for the long range development of the Capitol Complex. The need for a long range or master plan was thus

emphasized and prompted the creation of the Capitol Planning Commission in 1967.

DEVELOPMENT OF THE MASTER PLAN

Procedures followed by the planning consultants in their research of the State's space requirements and development of solutions to answer them are discussed in their report which is attached. Their efforts were coordinated with and recorded by the Bureau of Public Improvements. After preliminary conclusions had been reached by the consultants, a meeting was arranged with the Commission to review several studies and the preliminary recommendation of the consultants. At this meeting on May 2, 1968, attention was focused on the choice of using either the area lying west of State Street and the State House called the West Site, or that extending eastward from State Street to the River called the East Site.

The consultants strongly recommended the selection of the East Site emphasizing the restrictions that would be imposed by use of the West Site and the disadvantage in accepting a "locked in" situation with no flexibility to meet unforeseen or unforeseeable expansion of space needs.

The Commission, satisfied that the consultants had explored alternatives fully, accepted their recommendation for use of the East Site and directed them to proceed with development of the master plan on this basis following their concept of arranging future buildings in a manner that would preserve and enhance Capitol Park and lead to its proposed enlargement by approximately nine acres.

The Commission next met on June 18 with the consultants to review the master plan as developed up to that point and on June 19 presented it at a meeting attended by a large group of State and City of Augusta officials and by representatives of the Press. The plan as presented showed needs for office space to the year 2000 being met by two low level buildings, one adjacent to Capitol Street parallel to the north boundary of the Park and the second actually within the Park boundary in its south west

corner. Between and connecting the two was shown a low structure, the roof of which was below the level of State Street, which was to house a food service facility with an underground connection to the State House.

Following this meeting the Commission directed the consultants to proceed with further refinement of the plan preparatory to its publication in brochure form.

Three meetings of the Commission and its consultants followed on June 26, and July 16 and 24 which were devoted to review of the master plan with representatives of the State Highway Commission and the City of Augusta for purposes of coordination with their planning. Following the last meeting a further meeting was held with representatives of the Garden Club Federation of Maine at which their concern was voiced with the placing of State buildings within the Park.

Desiring to preserve as much as possible the present use of Capitol Park, the Commission asked the consultants to prepare studies indicating alternate methods of creating building space of the quantities and aesthetics needed. At a meeting on August 14 the studies were presented by the consultants to the Commission. As a result a revised plan was agreed upon which embodied the basic features of the proposed development of the East Site at the same time preserving the best values of the Park. The two proposed office structures were moved further apart but held in a symmetrical arrangement about the axis of the State House and existing tree lined Park. The Commission decided to present this revised plan, illustrated by a small scale model, to the next monthly meeting of the Legislative Research Committee. When this presentation was made on 19 September considerable favorable comment was received from Committee members.

However, opposition to use of any part of the Park land continued to be voiced and eventually the conclusion was reached by the Commission that a further compromise solution should be sought. It was decided to omit from the master plan the cafeteria-

restaurant (Food Service Facility) and to provide an alternate location for the second office building whereby it, too, would be kept entirely outside of the Park. This course has been followed in the plan presented.

The Commission believes this solution, though a compromise, will offer many positive advantages and produce a superior result as future building projects of the State are realized. The initial building can be constructed without final commitment being made as to the site of the second. But construction of the first building will mark a most important step toward elimination of commercial encroachment into the Capitol Area. Further, it will confirm the State's desire and willingness to coordinate its planning with any effort on the part of the City toward redevelopment of the area between the State Complex and the Augusta downtown area.

The Commission believes siting of the second building within the southern boundaries of the Park would be preferable. But, as the decision need not be made for ten or twenty years and an alternate site is available for consideration the matter can be left open. It is hoped that when the full scope and meaning of the master plan are made clear that opponents to the preferred location for the second building will reconsider their position. In terms of area alone the Park will become approximately 50% larger. Its frontage on the River will be increased substantially and the new areas will be attractively planted. None of the existing large trees would be touched; the proposed second building would occupy what is now basically an empty grass plot.

CONCLUSIONS AND RECOMMENDATIONS

The Commission has reviewed the analysis of space requirements prepared by its consultants and considers it to be reasonable in view of the anticipated growth of the State and its government. Thus, a large area of new office space is immediately required and should be provided, within the Capitol Area, on the east side of State Street.

Use of this East Site would increase the attractiveness of Capitol Park through development of landscaping and planting and by the addition of considerable area particularly along the River. The Commission's investigations have found that in other states vast sums of money are being expended to clear a mall or park around which new government buildings can be located. The State of Maine which already possesses such an asset should use it to the greatest advantage now and in the future. The result, following the master plan herein presented, would be in its symmetry and adherence to the classic planning principles expressed in the much admired State House, a truly outstanding expression of the dignity of the seat of Maine State Government.

The Capitol Planning Commission having considered, accepted and approved, in principle the conclusion and recommendations contained in the report of its consultants, Frank Grad & Sons recommends:

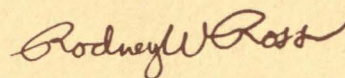
The Master Plan as set forth in the following sections of this report be adopted for the development of the State Capitol Complex.

Legislation be enacted to modify the Capitol Area boundaries as recommended by the Master Plan and a program of land acquisition be initiated.

Implementation of the Master Plan be initiated by action of the 104th Legislature authorizing construction of one Office Structure, a Building and Grounds Service Building, additional parking areas and a program of renovation of the State House. Procedures be established to review the master plan periodically and analyze the influence of new developments. An updating of the Master Plan every five years would be most desirable.

Respectfully submitted,

CAPITOL PLANNING COMMISSION



By: Rodney W. Ross, *Chairman*

FRANK
GRAD
& SONS

A MASTER PLAN FOR THE
STATE CAPITOL COMPLEX,
AUGUSTA, MAINE
PREPARED BY
FRANK GRAD & SONS
ARCHITECTS – ENGINEERS – PLANNERS
CONSULTANTS TO THE CAPITOL
PLANNING COMMISSION

INTRODUCTION

Authority

Frank Grad & Sons, Architects, Engineers and Planners, 11 Commerce Street, Newark, New Jersey were commissioned in January 1968 by The Capitol Planning Commission as consultants to prepare a master plan providing for the orderly development of a building program to meet future space needs of the State Government in Augusta. A contract dated 5 January 1968 was entered into between the Grad firm and the Capitol Planning Commission and the Bureau of Public Improvements representing the State of Maine which provided that the consultant was, in general terms, to:

- Analyze present and future needs of the State Government for space in which to carry on its functions.

*Architects' Drawing of State House
as Erected in 1829*

- Determine most suitable means of meeting these needs by construction of additional facilities in the vicinity of the State House.
- Review planning activities of the City of Augusta and the State Highway Commission and coordinate therewith the new planning performed for the state.
- Develop a comprehensive plan showing how buildings could be sited with due regard for future growth, intercommunication between buildings, parking requirements and suitable landscape treatment.

Procedure

The consultant was advised that all contact with the State should be through the Bureau of Public Improvements and that the Bureau would carry responsibility for coordinating the work. The Bureau furnished to the consultant all available existing data, maps, photographs and related previous reports. It also arranged and monitored interviews of Government personnel by the consultant. The consultant, after reviewing the material furnished and the information obtained from interviews undertook to update the data and to make an independent appraisal of existing conditions and State needs. A series of visits was made to Augusta for on-site observations, and inspection of existing buildings. The procedure was followed of recording all meetings and investigations and keeping the Bureau of Public Improvements aware, in general, of findings and conclusions.

After the up-dated data had been analyzed, comparative studies of master plan solutions were prepared and a meeting requested with the Bureau of Public Improvements to submit tentative conclusions. This meeting was held on 17 April 1968 and led to the scheduling of a meeting with the full Commission on 2 May 1968. Instructions were given the consultant after this 2 May meeting to proceed with further development of the master plan in accordance with his recommended solution. Several additional meetings with the Commission followed as the plan was developed towards its final stages.

The consultant also met several times with the architect of the Cultural Building, then under con-

struction, representatives of the City of Augusta and various civic groups which have an interest in or might be affected by State master planning.

HISTORICAL BACKGROUND

Augusta was selected as the capitol of the new State of Maine in 1827 and in 1829 the cornerstone was laid of the new State House which the noted Boston Architect, Charles Bulfinch, had been commissioned to design. Bulfinch was instructed, it is reported, "to build the same type of building as Massachusetts but smaller." Early pictures show a square structure of fine classical design with a cupola rising in its center. The structure overlooks a long park sloping eastward to the Kennebec River. This park land had been conveyed to the State when Augusta was selected as the State Capitol.

It is recorded that some remodeling of the original State House interior occurred in 1852 and 1860 and that a 3-story wing was added to the rear of the building in 1891. In 1909 an extensive program of alteration and expansion was begun which added side wings, created new chambers for the legislature and generally rearranged interiors. This expansion was accomplished skillfully and the structure left with its original character and scale. The present rotunda and dome appeared at this time.

Activities of the State Government continued to grow after alterations to the State House had been completed in 1910 and the need for additional space was again faced in 1954-56 when, as a result, the State Office Building was erected. This building was placed near the State House but was so designed that in form and height it did not detract from or compete with it. In turn, it too became inadequate to meet needs of ever expanding functions of State Government and additional area was obtained at intervals by purchase or rental of structures at varying distances from the Capitol. When the new Cultural Building was projected in 1967, the difficulty experienced in choice of its site indicated that a similar problem would be faced in the future when construction of more space might be authorized. Further, it had

become apparent that both the physical condition and siting of certain structures such as the present Education Building and the Highway Garage complex were unsatisfactory and required corrective action.

The City of Augusta also grew during the 19th Century and residential areas developed adjacent to the Park in which the State House stood. Many of the homes were of excellent design, notably the Blaine Mansion which, in 1920, became the residence of the State Governors. Even though all did not possess equal architectural merit, their scale and occupancies were compatible with the State House and all contributed to a unified and pleasing appearance. But the City of Augusta was not spared the experience of other cities with the coming of and steady increase in motor vehicle traffic. Streets were realigned and widened, trees cut down, the old houses replaced by sprawling commercial establishments. To this day, Augusta has had no zoning laws and lack of such control eventually brought a threat of commercial encroachment virtually to the front door of the State House. In 1959 the State Legislature took action to protect, to some extent, the approaches to the State House and set up the boundaries of a 145 acre tract, called the Capitol Area, to be reserved for future development for State purposes. Recently the City of Augusta has again rejected a zoning plan, and thus uncontrolled development beyond the Capitol Area limits remains a possibility.

The above circumstances made clear there existed the need for a broad comprehensive study to provide a long range estimate of space needs, to determine the type and size of structures most suited to meet the requirements and to establish a method of siting that would best realize the potentialities of the Capitol Area and ultimately create a complex of buildings of the distinction appropriate to the center of the State Government.

In 1967, consequently, the Legislature took the initial step in this direction by establishing the Capitol Planning Commission and assigning it the responsibility of creating a master plan for the State Capitol Complex.

EVALUATION OF EXISTING STRUCTURES

Study of existing and anticipated space needs of the State Government has necessarily included an evaluation of structures now in use by agencies subject to this master plan to establish their worthiness for consideration in long-range planning. The following observations have resulted.

The State House

The exterior appearance of the center portion of this building, except for the dome which was added about 1910, remains essentially as designed by Bulfinch in 1829. Wings have been added, however, the present rotunda and dome installed and the interior remodeled extensively to accommodate needs of the Legislative and Executive branches. The State House is nationally recognized as one of the better examples of the nation's state capitol buildings. It is well maintained, and possesses the dignity and architectural character appropriate to a seat of government. Its siting on high ground at the head of a broad expanse of park gives the structure dominance over the surrounding area. The legislative chambers have recently undergone extensive renovation, are very attractive, and should continue to fill their purpose indefinitely.

A study issued in March 1967, the SOEP REPORT, recommended extensive alterations to the building to be made following the planned move to the new Cultural Building of the State Library, the Museum and Archives. It proposed the Public Utilities Commission also be moved out of the building and that all the vacated space be used for relocation and expansion of Executive, Secretary of State and Attorney General departments and functions related to them and the Legislature. Several new hearing rooms for use of the latter would be provided. General refurbishing of the building was a further recommendation.

The recommendations of this SOEP REPORT for space reassignment are considered to remain valid and

have been incorporated as part of this master plan. However, this plan contemplates a further step in the accommodating of needs of the Legislature, that of providing additional office space and committee rooms in the State Office Building. The proximity of this building to the legislative chambers and Executive offices would make such an arrangement very desirable.

The State Office Building

This structure of approximately 174,000 sq. ft. net area, occupied in 1956, was designed to provide office type space primarily. It has offered flexibility in use and has met changing demands as various departments have expanded or moved. Being of modern fireproof construction, it can be expected to have a long useful life ahead. Some alterations must be considered, such as improving the tunnel connection to the State House and relocating the service entrance. It is to be noted that what was originally planned to be storage space in the basement has been converted to Civil Defense use. The cafeteria on the

First Floor has been outgrown in both its food preparation and dining areas. A new central telephone exchange has recently been added.

Department of Education Building

This is a conglomerate structure that has had many occupancies and has outlived its usefulness. Because of its location, it will have to be demolished upon completion of the Cultural Building. In any event, it should not be considered in future space planning since the condition of the structure and its mechanical and electrical installations is poor and the interior space does not lend itself to efficient office use.

Health and Welfare Building

Built in 1951, this structure was designed for commercial office use. Since being purchased by the State, it has undergone extensive remodeling and modernization and is considered, as of the present, to be in good condition. Although architecturally it falls below the standard to be expected in State Buildings, it must from a practical point of view be assumed as

The Blaine Mansion – Official Residence Since 1920 of State Governors



remaining in use for an indefinite period. This is further reinforced by the fact that a new laboratory wing has recently been completed.

Employment Security Commission

Constructed about 1962 with financing under the Unemployment Insurance Benefit Trust Account this structure has been seen as remaining in use for an indefinite period. Legislative action is presently under consideration by which a wing of approximately 12,000 sq. ft. gross area would be added.

State Highway Garage Complex

This large complex of buildings is in part 40 years or more old and thus approaching the limit of its effective use. A new structure, of industrial type, in the group is not appropriate for a location so near the State House. Although relocation of the complex would be costly, its continued existence on the present site has been considered as not acceptable under any master plan. Its demolition may become necessary in any event to make way for a new arterial street now being given preliminary consideration by the State Highway Commission and referred to later in this report.

Motor Vehicle Building

Of relatively modern construction, this building serves a special function and has been considered as satisfactory to continue to do so for the foreseeable future. An addition has been completed recently.

Blaine Mansion

This, the official residence of the Governor, and a nationally recognized museum is an excellent architectural example, well suited to its function and of great interest to tourists and other visitors to the State Capitol. Cost of maintenance of this building has been considered justified and continued use has been assumed.

Other Structures

Vickery-Hill Building. This old factory structure is now used in part for a drafting room. It is definitely sub-standard and not suitable for any future use. This structure is outside of the Capitol Complex Area. Parking facilities are completely lacking.

Former residences at numerous locations both inside and outside of Capitol Complex Area. These are expensive to maintain, are inefficient for space utilization, and not suitable for inclusion in long-range plans.

Fish and Game Warehouse. This is a non-permanent frame building of limited life expectancy, and has been considered as expendable. Relocation of this function to an area remote from the Capitol Complex would be desirable.

Non-state occupied properties within Complex area. A Naval Reserve Training Center is of frame construction and limited life expectancy. Residential properties are generally of wood construction and of limited value and it is not proposed at this time any be preserved when property is acquired. A drive-in bank near the north end of the State Office Building is of recent construction. Eventual replacement of this facility at another location is desirable.

ANALYSIS OF SPACE REQUIREMENTS

This analysis concerns those State Government agencies whose function would make appropriate their being located in the Capitol Complex Area. There are several others which, though in the Augusta region, can better operate remote from the center of State government or must, for special reasons, be so located. Such activities are Aeronautics, Adjutant General, State Police and Liquor Commission. Since they are apparently adequately provided for at the present time they have been dropped from further consideration.

Those activities which do relate directly to the center of State Government and the Complex Area and must be considered in the master plan have diverse space requirements. Thus laboratories, shops,

maintenance areas, food service areas, hearing rooms, libraries, computer facilities, record storage rooms and many other types of space are required as well as normal office space. In addition, of course, there are the very special requirements of the Legislative and Executive departments which comprise the actual heart of the State Government.

This section will consider these requirements as seen at present and as they are expected to develop through the year 2000 with particular attention being given that for office space. It will then discuss to what extent they can be met either through continued use of existing structures that have been determined to be in satisfactory condition, or by use of new space becoming available as the result of present State building programs. Finally, it will determine the amount of space that must be found through future construction and how it can best be organized into individual structures.

Office Space

Observation of existing conditions has made clear there exists a critical shortage of office type space. Many facilities are so over-crowded as to create conditions leading to inefficient operation. The most direct method of determining the extent of the present deficiency and the scope of requirements for the future is to establish the number of employees using, and to use, such office space.

To establish these population levels a survey has been made using the following procedures:

Records of past growth have been examined for indication of trend.

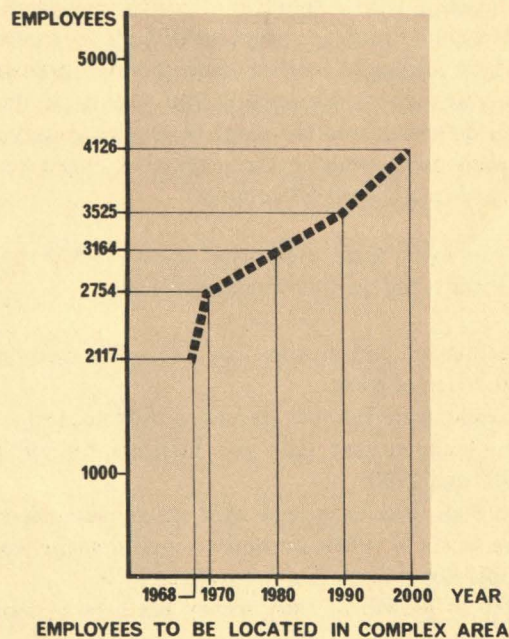
Questionnaire has been circulated to State agencies to obtain current data and forecasts for 1970, 1980 and 1990.

Meetings have been held with agency administrative heads to review answers to questionnaire and to develop information not covered by it.

Rate of growth of each agency has been plotted

for the three decades between 1960 and 1990 and averages determined for projection from 1990 to 2000. Computers have been employed in this process.

The first of the above steps brought only partial answers and thus cannot be the basis for total figures for comparison with present or future levels. However, the partial answers show employment increasing by 16% from 1950 to 1955, 19% from 1955 to 1960 and 22% from 1960 to 1968 and make clear that growth has been continuous in the past. In the period of 1960-1968 three major agencies show individually, increases of 20%, 22% and 50%. Forecasts by State agencies have indicated that further expansion should be expected to occur at a significant rate. This could be due, as shown by the experience in other States as well, to implementation of new federal-state programs or normal extension of services rather than to marked increase in population. Total employment in those agencies being considered in this master plan has thus been seen developing in the graph below:



Previous portions of this report have pointed out that the Employment Security Commission and Motor Vehicle Department could continue to occupy their present buildings (with projected wing added to Employment Security) and meet their space needs satisfactorily. It is further known that the Cultural Building when completed will absorb the employees of the State Museum, Library and Archives. Space vacated by them in the State House can then be devoted to use by the Executive and State departments and the Attorney General whose present space, so augmented, would satisfy their requirements. All employees of these agencies, being so taken care of, can thus be deducted. The balance will represent those to be housed in other existing buildings or new construction.

The numbers of employees thus established can be translated into building area by applying an allowance of 150 sq. ft. net area per person. State experience in the past has shown a slightly greater area to be required but with the more modern and efficiently

designed structures being considered herein the 150 sq. ft. figure should be adequate. This would include normal conference rooms, file areas and work spaces.

Existing buildings that would remain available to meet office space needs thus translated into net areas would be the Health and Welfare Building and the State Office Building. The first of these would offer 40,000 sq. ft. and with the State Office Building with a net area of 174,000 sq. ft. would provide a combined total of 214,000 sq. ft. From this figure the present cafeteria of 6,000 sq. ft. and hearing rooms of 5,000 sq. ft. in the State Office Building are to be deducted to establish a net office area of 203,000 sq. ft. If this remaining total of these two existing structures or 203,000 sq. ft. were subtracted from the required areas the balances will represent the new construction required to meet office space needs. This computation is summarized below:

It is estimated a new building could not be completed before 1973. Furthermore, a building should allow for expansion over a period of at least

TABULATION OF OFFICE SPACE REQUIREMENTS

Year	1968	1970	1980	1990	2000
1. Total Employees of Agencies Covered by Master Plan	2,117	2,754	3,164	3,525	4,126
2. Deduct Employees of Employment Security, Motor Vehicle Dept., State Museum, Library & Archives, Executive, State and Attorney General Depts.	405	464	516	567	618
3. Balance-Employees requiring office space.	1,712	2,290	2,648	2,958	3,578
4. Net square ft. office area required for Item 3 at 150 sq. ft. per person	256,800	343,500	397,200	443,700	536,700
5. Net area continuing available in Health & Welfare and State Office Bldgs.	*203,000	*203,000	*193,000	193,000	193,000
6. Net Area of new office space to be provided (accumulative) **	53,800	140,500	204,200	250,700	343,700

* Total net area available will remain at 203,000 sq. ft. until approximately 1973 when 10,000 sq. ft. will be made available for Legislative use in the State Office Building.

** This present deficiency of 53,800 sq. ft. is met in part through over-crowding and secondly by use of the Education Building and several scattered structures which would be vacated under the master plan.

five (5) years of those agencies housed therein. The space requirement for 1978 thus has been taken as that to be met in an initial office building construction program.

To determine the requirement for 1978 an even rate of increase from 1970 has been assumed and 42,900 sq. ft. added to the figure of 1970 for a total of 183,400 sq. ft.

This net area must next be converted to gross area to allow for corridors, stairs, elevators, toilets, mechanical equipment rooms, etc. An allowance of 25% is a conservative one. If applied to the foregoing net figure a gross area of 229,000 sq. ft. would result as the objective of the initial program of office building construction.

Of this total requirement of 229,000 sq. ft., 25,000 would be for use of the Health and Welfare Agency and could be provided best as an addition to that building. A gross area of 204,000 sq. ft. would then remain as the office space requirement for an initial new building.

It is obvious that ultimately a second building will be needed to house a similar future requirement for office space. Detailed planning for this should start in the mid-70's.

Legislative Facilities

The SOEP REPORT referred to above recommends alterations to the State House which should benefit materially both houses of the Legislature. Additional hearing and committee rooms would be provided and physical separation of Legislature from Executive department areas achieved. However, there is a need for office space and additional conference, committee and hearing rooms for legislative members which cannot be met within the State House. A total area of 10,000 sq. ft. has been proposed for this purpose. A logical location would be in the State Office Building and allowance has been included accordingly in its projected future use.

Computer Facility

It has been stressed many times in the course of

interviews with State personnel that use of computers should be expected to increase rapidly and that incorporation of a central facility in the State building program was most desirable. Information furnished by the Bureau of Public Improvement has indicated an area of 20,000 sq. ft. is expected to be required to house this function by 1980. Provision of such an area as part of the initial office structure would be logical.

Central Storage Facility

Many agencies have need of storage space for records, equipment or materials to which only occasional access is required. Some of this would not necessarily need to be heated. Use of normal office building-type space would be uneconomical; a warehouse-type building would suffice and it could be sited at some distance from the Capitol Complex. An approximation of gross area required is 20,000 sq. ft. heated and 30,000 sq. ft. unheated.

Buildings and Grounds Service Facilities

Buildings and grounds functions have been found to be handicapped at present by lack of storage and work space. As the Capitol Complex grows, these functions will expand and appropriate accommodations for them become essential. Again, use of space in office-type structures is not practical and separate facilities for maintenance and service should be provided. An estimate of the Bureau of Public Improvements has indicated requirements as:

Building area incl. shops, offices, heated storage, etc.	17,000 sq. ft. gross
Enclosed sheds, unheated storage	9,000 sq. ft. gross
Fenced service yard	50,000 sq. ft. gross

Use of a central mechanical plant for heating and air conditioning of all buildings in the Complex has been considered. Further study of cost and details are necessary. If a central heating facility were to be built, it should be located as part of the Service Building.

Food Service Facility

The present Cafeteria in the State Office Building has been expanded on several occasions but will remain incapable, obviously, of meeting the expected increase in the number of State employees. The initial new office building being somewhat remote from it should have minimal facilities within itself and as later similar buildings develop close by a more adequate installation could be included to serve all. The present Cafeteria, remaining in service, might be improved by extension into areas created in the future when the proposed Plaza joining the State House, State Office Building and Cultural Building is developed. Such improvement should include provision of luncheon-conference rooms.

Other Facilities

Space needs, other than for offices, of the State Museum, Library and Archives are met by the present construction program for the Cultural Building.

The State Highway Commission whose office space needs have been considered in the foregoing overall analysis has need in addition of extensive shop and equipment storage areas. These are presently located within the Capitol Complex Area and their replacement at a remote location should be given early consideration. At that time detailed study should be applied to space requirements.

PARKING REQUIREMENTS

A survey conducted by the Bureau of Public Improvements has revealed the following present traveling habits of State employees.

Driving own vehicle	75.5%
Riding with others	18 %
Walking	5.5%
Using public transportation	1 %

The consultant's observations have confirmed that about 75% of employees drive their cars to work and drive alone. There is no public transportation system except occasional long distance buses. The number of employees living close enough to walk to work is

small. Sharing of cars or pools has not appeared to be favored and could become increasingly unlikely if a policy of staggering work hours were imposed to alleviate traffic conditions.

A tabulation below shows anticipated parking needs through 2000. The number of employees used in this tabulation are total figures for the Capitol Complex Area. In addition to requirements for employee parking, there is one for legislators and visitors. Although it is an intermittent and variable need, it must be met on some basis. The figure of 400 for this through 1970 in the following tabulation has been suggested by the Bureau of Public Improvements.

TABULATION OF PARKING SPACE REQUIREMENTS

Year	1968	1970	1980	1990	2000
Employees	2,117	2,754	3,164	3,525	4,126
Parking Spaces	1,588	2,065	2,373	2,643	3,095
Legislators & Visitors	400	400	550	700	850
Totals	1,988	2,465	2,923	3,343	3,945

At the present time there are approximately 1,500 spaces available in surface parking lots. For reasons stated later in this report, continued use of open surface parking is projected.

MASTER PLANNING CONSIDERATIONS

The development of a master plan which would provide for continued use of certain existing structures and the construction of considerable new space over the next several decades as discussed in previous sections has directed attention to many related activities and conditions. Among the most important of these have been those discussed below.

Planning by the City of Augusta

The City has a planning department which has prepared studies of land use, etc. to serve as a basis for proposed zoning. A zoning ordinance was submitted to voters during the fall of 1968, but, as in the case of previous submittals, was rejected. This ordinance established as for Government use the 145 acre area set up by the State for future development of its Complex. Areas abutting to this were, in general, continued in present use. Provisions were made for regulation of signs. At present, approaches to the State House are badly marred by such signs and other outdoor advertising.

The City has had two planning reports prepared, one in 1959 and the other in 1965. There is not at present any official program for urban renewal. Great interest was shown by City authorities in the development of the State's plan and the wish was expressed to cooperate in appropriate development of contiguous areas. It was suggested that a joint City-State effort might lead to inclusion of a Convention Hall and an Outdoor Amphitheatre.

Concern was expressed by the City over possible loss of taxable property as the State's needs expanded. It was also stated that an early decision by the State on properties to be taken was most desirable because development or improvement by present owners was inhibited by present indecision. Dissatisfaction was stated, too, over use by the State of City's utility services and police and fire protection without the City being adequately compensated. Utility distribution systems are apparently of sufficient capacity. An addition to the sewage disposal system is contemplated to provide secondary treatment.

Development of roads and streets in the Capitol area has in the past been handled by the City and State Highway Department on a 50/50 basis. The City has no present plans for changes nor construction of new arteries other than certain corrective work on Sewall and Capitol Streets.

The City's school system maintains an athletic field in the area which is being considered for State

expansion. Since the field is not convenient to the high school it serves, sale to the State should be arranged when the City relocates its facility.

Traffic and Road Patterns

The State Highway Commission has made traffic counts and analysis of travel patterns. A comprehensive study is now under way which proposes to lead to long range action to relieve congestion in the area of the Capitol. Proposals made in this master plan for closing of certain streets and creation of access roads could be carried out without conflict with Highway Commission plans. Information that has been received from the Highway Commission indicates that,

- No major change in alignment, grade or width of State Street in the Capitol Complex Area is projected for the next several years.
- Consideration is being given to early construction of a new arterial from a point near the present traffic circle westward through the present Highway Commission garage to a junction with Capitol Street which would then be extended beyond the Maine Turnpike.

State House Dome as Presently Seen in Approach from the North



- Sewall Street is to be widened in the near future for that portion of its length that lies within the Capitol Complex Area.
- Traffic circle at the junction of State Street and Western Avenue is presently overloaded and major redesign may become necessary.
- Study is being made of a possible new arterial between State Street and Capitol Street located south of the Complex Area, utilizing undeveloped land between State and Sewall Streets and running in a southeast-northwest direction to intersect Capitol Street near Florence Street. Ultimately this arterial would be extended east from State Street and connected to a proposed new Kennebec River bridge.
- A program of upgrading of traffic signs and lights is contemplated.

General vehicular traffic converges on the Capitol Complex Area from all directions but dominantly from the south and east. Peak conditions are reached at starting and closing hours for State employees and result in congestion and delays. Staggering of working hours to alleviate the situation might be considered. At other times conditions are not serious though there is considerable through traffic, including heavy trucking, over State Street. Diversion of through traffic from State Street might result from increasing the capacity of Sewall Street and the construction of new arterials referred to above. The construction of a tunnel to carry State Street traffic past the State House, thus allowing the Park to extend uninterrupted to the State House steps, would be most desirable.

A recent survey by the Bureau of Public Improvements has yielded information on present residence areas of State employees as follows:

East Augusta	17.5%	East of City	7.5%
West Augusta	24 %	South of City	28 %
North of City	8 %	West of City	15 %

However, projected growth patterns of the City show that in the future, two thirds of all employees should be expected to approach the Complex Area

from the south or east. Eventual construction of the new bridge referred to above would tend to confirm this.

Service entrances with truck-loading facilities are required at all major buildings and should be located to achieve greatest possible concealment.

Parking Facilities

There is little reason to believe that parking requirements for employees will decrease below present levels since there is no public transportation system and car pools are not popular. Legislators and their staffs must be accommodated when in session and, upon completion of the Cultural Building, the number of visitors and their parking needs will increase. There are no extensive commercial parking facilities in the area and street parking, generally metered, may have to be even more restricted than at present.

It is possible that if the State were to limit number of spaces provided and assign them through use of permits, employees would adjust to the situation. Also, if parking charges were introduced, the demand might drop. However, the implied policy at the present time appears to be to continue in the ratio of 75 parking spaces per 100 employees.

Convenience of parking to working areas has been taken for granted in the past and is certainly desirable in inclement weather. This, however, cannot be assured as the number of employees increases except through the use of multi-level parking structures. Such structures even in minimum form would be still far more expensive than surface facilities and their construction could require the imposing of a substantial parking fee to operate, maintain and amortize. Considering that there is a good amount of land area available to the State and that its present value is relatively low, it has not been seen as feasible from an economic viewpoint to construct parking garages at this time. However, if eventually land costs do increase substantially, and the economics involved do change, there would be several sites within the Complex Area with terrain well suited to construction of multi-level parking facilities.

Open surface parking has a major disadvantage in appearance. Seas of asphalt or of car roofs are not attractive and care must be taken to break up such areas by use of trees and planting screens or by varying the ground level.

Communication Between Buildings

The State House and the State Office Building are now connected by a tunnel which receives heavy use. Convenient access to the State House was stated as desirable by most administrative heads when interviewed, and all-weather passageways between structures were heavily favored. Enclosed connections between buildings and a central food service facility were likewise said to be desirable.

This preference for interconnection of structures does not, of course, apply to buildings housing such functions as maintenance, semi-active storage or Highway Commission garage which buildings would well be sited out of the City and away from the Complex Area.

Flexibility in Growth

Although all care has been taken in gathering, compiling and evaluating data and establishing space requirements as listed in foregoing sections, it must be recognized changes can and will occur. The validity of a master planning approach is greatest when followed to determine a trend, to establish a general framework within which a variety of things can happen. The unforeseen expansion of one agency due to launching of new programs or the consolidation or elimination of others must be accommodated with ease and economy. In the case of office buildings, a large area of bulk space that can be sub-divided by movable partitions answers this need more readily than would smaller areas provided in several buildings. Expansion of or adding to a building horizontally is more feasible than vertically. A master plan should provide for a pattern of orderly growth but also take into account that growth may occur in any of a large number of directions and thus allow maximum flexibility.

Topography

The area the State has reserved for its Capitol Complex is of rugged terrain. The State House occupies a major high point and the State Office Building is on an adjacent plateau. Two major ravines traverse the remaining area and reduce the area on which it would be feasible to build. Large scale grading, cut or fill is not considered appropriate to this type of site development. It is desirable that maximum advantage be taken of natural grades and landscape features already in existence. It is fortunate the State House which lies toward the center of the tract cannot be readily compromised by any high-rise structures that might occur in adjacent City areas. Toward the southwest and west, land does rise appreciably in elevation and the State is contemplating acquisition of a tract adjacent to boundaries of that side. It is proposed this land would be preserved as open space area.

Kennedy Brook flowing through the southern portion of the tract is active and must be retained for drainage reasons. Steep slopes prevail along banks of the River and the banks have enough height to conceal activity of a railroad on the shore edge. Some discussion has occurred regarding relocation of the railroad to the opposite bank. This would be most desirable and is highly recommended.

Sub-surface exploration carried out in connection with this report has had limited objectives. The history of foundation construction in the area shows soil conditions vary widely. Prior to determination of exact siting or development of detailed designs of buildings a program of soils investigation must be executed.

Relationship of State House to Park

The State House and the broad sweep of open land down to the River came into being concurrently and have always been tied together in concept. The State House was oriented toward the Park, the River and other State land beyond. From early prints in the State Library, it is seen how houses began to be grouped near the State House but how the vista

toward the River remained free.

Later, the famous firm of landscape architects, Olmstead Bros., developed plans for the Park including planting on the Mall, paths and stairs as approaches to the State House, and an arboretum and other features near the River end. Their effort was again directed toward emphasizing the relationship of the Park to the State House.

When in the early 1900's extensive remodeling and enlargement of the State House occurred, the orientation toward the Park was not altered. It was in fact made more important by the structure's new size and height.

The advent of the automobile and creation of parking lots has served to reduce the use of the east entrance by employees and public, but this could be considered only a temporary situation that could be changed again by other developments such as increased public use of the Park.

Visitors and Tourists

The State House as the center and seat of Government has always drawn a substantial number of visitors. The Museum can be expected to become an increased center of interest when it has been incorporated in the new Cultural Building. School children will continue to be brought to the Capitol in groups as an educational activity. But beyond this it can be predicted that, as shown by the experience of other states, the general public, as tourists on summer vacations or on holiday outings will come to the Capitol in numbers in proportion to what the Capitol offers to interest them. It is believed of paramount importance that the master plan provide for the enjoyment by the people of the State of the complex of buildings which will ultimately be achieved and that this be done by utilizing the Park and the setting to full advantage.

THE SELECTION OF SITE

The scope of needs for building space and parking having been determined, the consultant examined the Capitol area to determine how they could best be met

with due regard being paid to the several considerations discussed in the previous section. It was evident at an early point that a considerable amount of land would be required and that a basic choice would have to be made between, on one hand, developing the area generally to the west of the State Office Building and, on the other, adding to the commitment already made by the State on the east side of State Street and organizing a new complex in that direction. In study of these two possibilities, they have been called the West Site and the East Site respectively.

The West Site was seen as potentially limited to approximately 15 acres with the construction of the proposed northern arterial from the traffic circle to upper Capitol Street. To enlarge it by crossing the arterial would be undesirable and would bring conflict with recent commercial type development along Western Avenue. Extension to the west would be impractical because of extremely rugged terrain and, again, some industrial and commercial development. In considering extension to the southwest, it was learned future construction was contemplated of a second and southern arterial between State Street and upper Capitol Street which would impose an additional barrier to any expansion into presently undeveloped though extremely rugged land lying in that direction. In the course of meetings of the Capitol Planning Commission dealing with the master plan it was indicated a large tract of rugged wooded land in this southwest area was being scheduled for State acquisition. Although as stated the nature of its terrain and the proposed arterial would preclude consideration of its use for building expansion, the consultant would strongly recommend acquisition of the tract by the State &/or City for park or similar uses.

The 15 acres thus comprising the area under consideration were then seen to be further restricted in usefulness because of steeply sloping terrain and the existence of two major streets. Accepting these limiting features, the consultant studied means of meeting building space and parking requirements and reached the conclusion in regard to use of the West Site that:



Capitol Park Viewed from Steps of the State House

- Height and/or mass of an office building would be so great as to overshadow the State House.
- Parking space needs could be answered only by the use of multi-tier structures.
- Concentration of new construction in the small area would further aggravate traffic conditions.
- Acceptance of such a restricted site would create a "locked-in" situation with no flexibility offered to meet unforeseen and unforeseeable developments. Separation of State buildings from private commercial areas by a suitable buffer zone would be impossible.
- No coordination would be possible between design of the Capitol Complex and any potential redevelopment of the Augusta downtown area.
- Development of the area would be essentially at the "back door" of the State House and the

unique opportunity to create an effective architectural composition utilizing the much admired and impressive State House as a focal point would be sacrificed.

The consultant then turned attention to the East Site which, including areas on both sides of Capitol Park, contained approximately 67 acres. Studies were prepared of several schemes to meet building space and parking requirements and the following advantages were seen to be offered:

- The Park would provide a setting and background of spaciousness and dignity for buildings placed near it. In turn, the Park could be restored through increased use by the public as well as State employees to its original importance as a visual foreground to the State House.
- Surface parking would be feasible because of the

amount of land that would be available at relatively modest cost. Present State-owned buildings in the area could be incorporated and continued in use for their lifetime.

- The present frontage of State-owned land on the River could be increased thus preventing any encroachment on the view in the future.
- Ample ground area would be available to meet unforeseeable surges of demand for building space should they occur. But at the same time it would be feasible to maintain a buffer zone between all State buildings and surrounding private development.
- Access would be possible directly from two of the main residential areas thus reducing traffic load on State and Capitol Streets.
- Land acquisition costs could be held to minimum since properties to be taken would be mainly of modest residential type. Further, that portion of the original site lying southwest of Kennedy Brook and including mostly high quality residential properties would not be needed and could remain under City control. A great advantage could be achieved at relatively low cost by the acquisition of all that area between Capitol Street and Route 201-100 from the traffic circle eastward to the Bridge so as to fully control the visual approach and to allow area for possible joint State-City development. Properties in this area, have suffered a decline which, if they were not acquired, could be expected to continue, thus adversely affecting the Capitol Complex. Urban renewal procedures might prove an effective means of City-State cooperation to control this area.
- A group of State buildings of interesting design, with appropriate landscaping treatment and sited so as to, in affect, extend and enhance the Park could become a center of great interest and attraction to visitors and tourists.

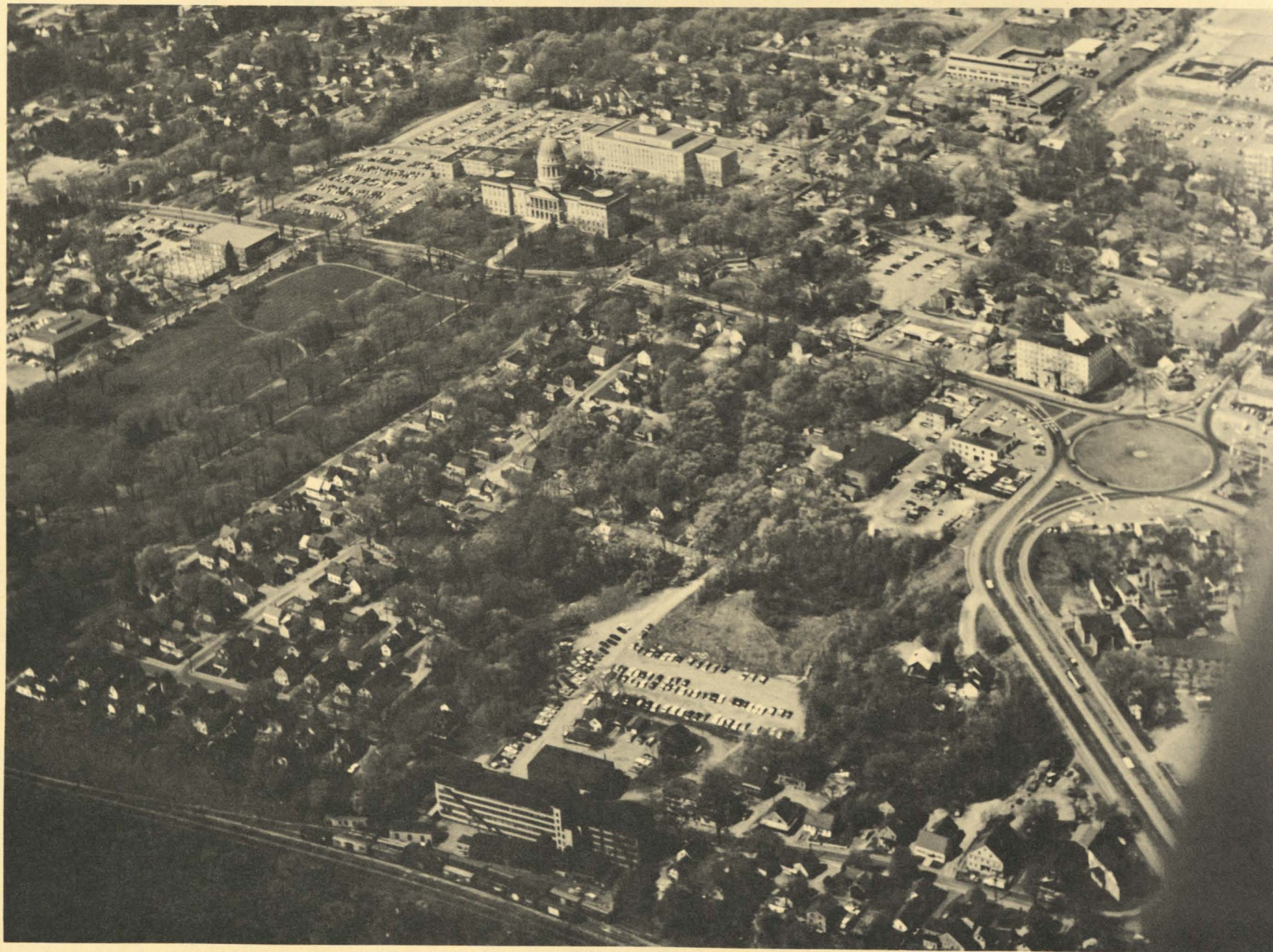
These many advantages have led to the conclusion that use of the area east of State Street would best serve the interests of the State and the master plan has been developed accordingly.

A MASTER PLAN FOR THE STATE CAPITOL COMPLEX AUGUSTA, MAINE

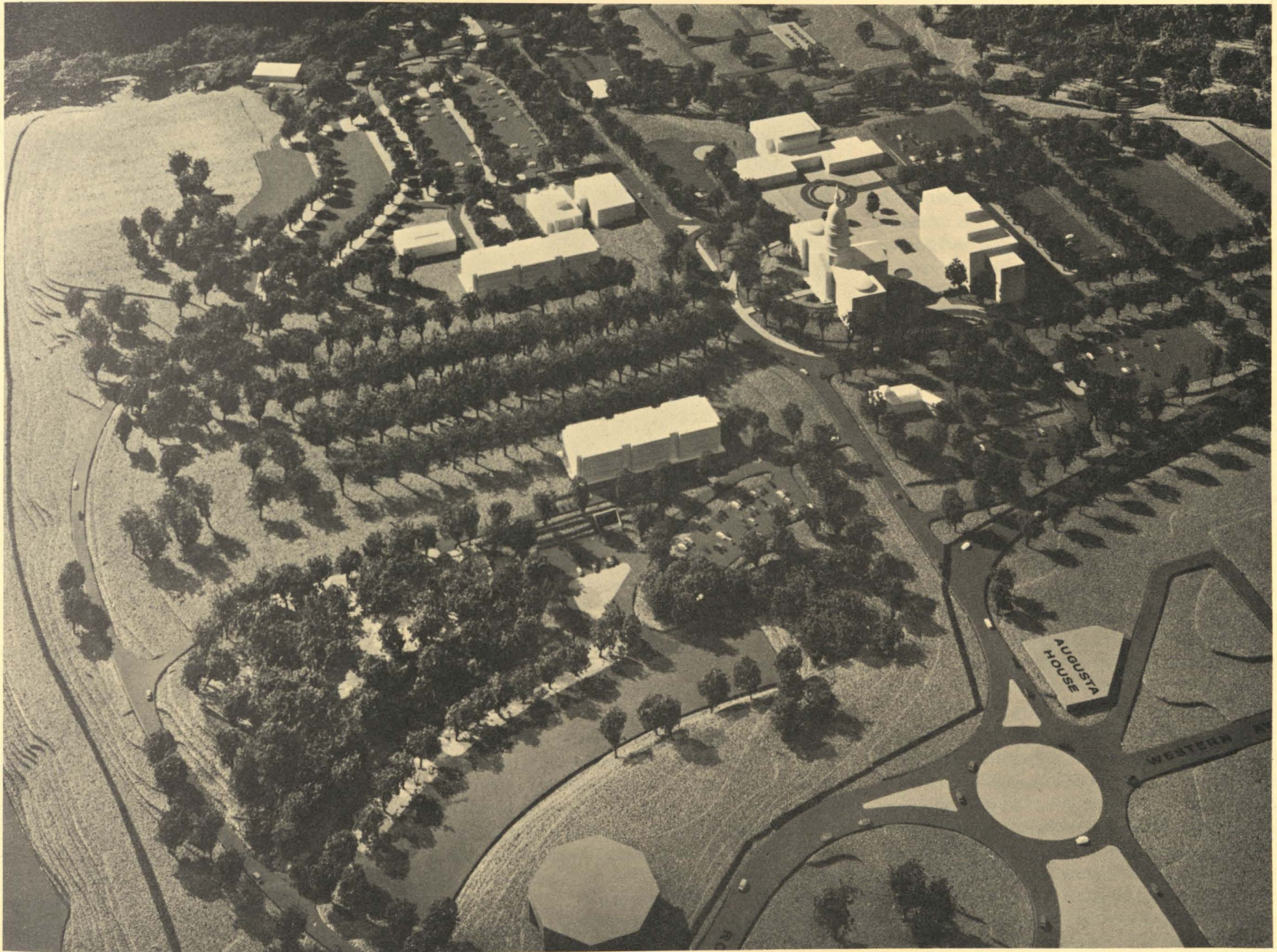
Prepared by
Frank Grad & Sons
Architects – Engineers – Planners
Consultants to The Capitol Planning Commission

The Master Plan – View of Model Showing Development by the year 2000





Aerial View of Area to be Developed under the Master Plan



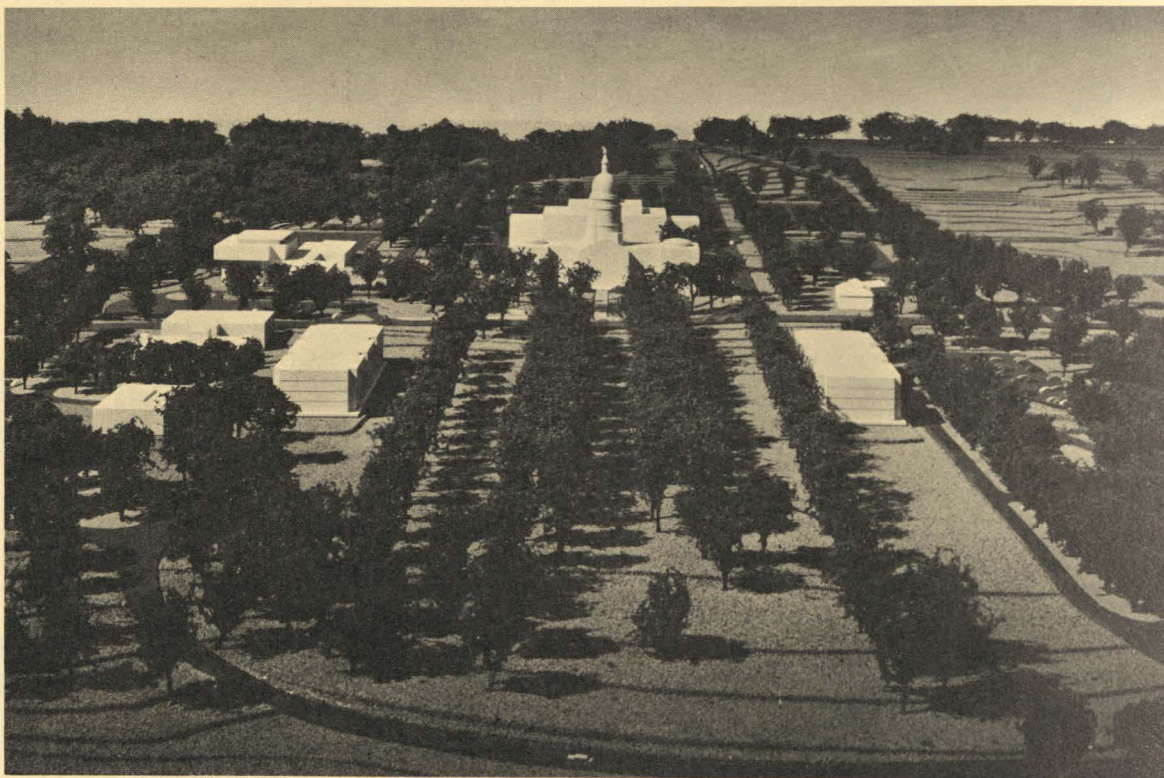
View of Model Showing Relation of Future Structures to Capitol Park and the Proposed Extension of the Park

THE PROPOSED MASTER PLAN

Extensive study of the several opportunities provided by the choice of the East Site have led to the conclusion that the presence of Capitol Park was a factor of greatest importance and that the most successful attainment of aesthetic as well as practical objectives would be reached by its being made a dominant element in the Master Plan. The Park was seen as a means of achieving an extension of the formal concept of the State House, of creating a forecourt or mall flanked by low buildings, a composition highly traditional in form, that would complement the State House in spirit, architecture and scale and at the same time provide an answer to the practical needs of the State at relatively modest cost. Enhancement of the Park by "bringing it alive" and preservation of its values by the protecting of its environs were seen as an important accompanying gains.

A Master Plan based on the essential relationship between the State House and Capitol Park has thus been presented herein. The State House will be seen as firmly established as the permanent focal point and symbolic center of the State Government. Equally important and as a strong element to which new buildings could be related, the Park has been extended to gain increased River frontage as well as substantially greater area. Of prime importance is the fact that a symmetry not now present has been achieved and the formal character of the tree lined Park thereby accented.

The major building elements the Master Plan would provide consist of two low level office buildings flanking the Park. The northern of the two proposed office buildings would be located entirely outside of the Park and a proposed closing of lower Capitol Street would, in effect, increase the Park area. The southern office building would absorb about one acre of park, an area which is now a grass plot. In return, the Park would have 9 acres added, mostly in River frontage. As an alternate choice it would be possible to place the second building to the east of



*View of Model Showing Capitol Park
and Symmetrically Sited Office Buildings*

the first thus keeping it, too, entirely outside the present Park boundaries. However, the symmetrical arrangement of the two about the State House axis would be highly preferable.

The slope of the Park ground is such that the proposed office buildings beside it would rise no more than a height of two stories over the level of State Street. It has been considered as beyond the scope of master planning to establish the architectural form the projected structures should take, but, it would be most important they be designed to be fully compatible with the State House.

The Master Plan provides adequate and convenient parking facilities with such separation between them as to allow for screening by planting. They have been

placed so as to be readily reached from main lines of ingress to the City or Capitol Area. No part of any Park land should be used for parking purposes.

The boundaries of the Capitol Area have been adjusted from those previously established with certain advantages to both the State and the City resulting therefrom. The area lying southwest of Kennedy Brook and formerly included has been deleted since its separation from the main area by the deep ravine precluded its effective use. On the other hand, that part of Capitol Area east of State Street has been expanded northward to Route 201-100. This would assure visual protection of the Capitol Complex on a major avenue of approach and further, would provide a possibility of joint City and State



*View of Model Looking South Toward the Cultural Building
with Future Plaza Shown between State House and State Office Building*

construction of certain facilities such as a Convention Center or Outdoor Amphitheatre that would complement in a fitting manner the development of the Capitol Complex.

The following is a summary of features of the Master Plan.

*Existing Facilities which
are to be Retained*

The State House
State Office Building
Health and Welfare Building
Employment Security Building
Motor Vehicle Building
Adjacent Parking Areas

*Facilities Presently Under Construction
or recently completed*

Cultural Building
Parking Area west of State Office Building
Addition to Health & Welfare Building

Proposed Future Facilities

Two Office Buildings
Service Building (Buildings & Grounds Service Facilities)
Addition to Health and Welfare Building
Cultural Building Plaza
Parking for 1100 cars in State Office Building Area
Parking for 1525 cars east of State Street
Additional Park Area
Convention Center and Outdoor Amphitheatre

*Proposed Improvements to Road,
Streets and Traffic Controls*

New arterial from traffic circle to west Capitol Street
New arterial in southeast-northwest direction from
State Street to Capitol Street, located south of the
Complex area and, ultimately, to be connected to
new bridge over Kennebec River
Abandonment of Capitol Street east of State Street
and widening at Child Street
Relocation of Union Street
Relocation to eastward of drive through Capitol Park
Miscellaneous alterations to street network
New turning lanes at major intersections
New signs and traffic signals

Proposed Future Facilities outside of Capitol Complex

Central Storage Facility (not shown)
Highway Commission Garage
Open Space Area, Ganneston Hill

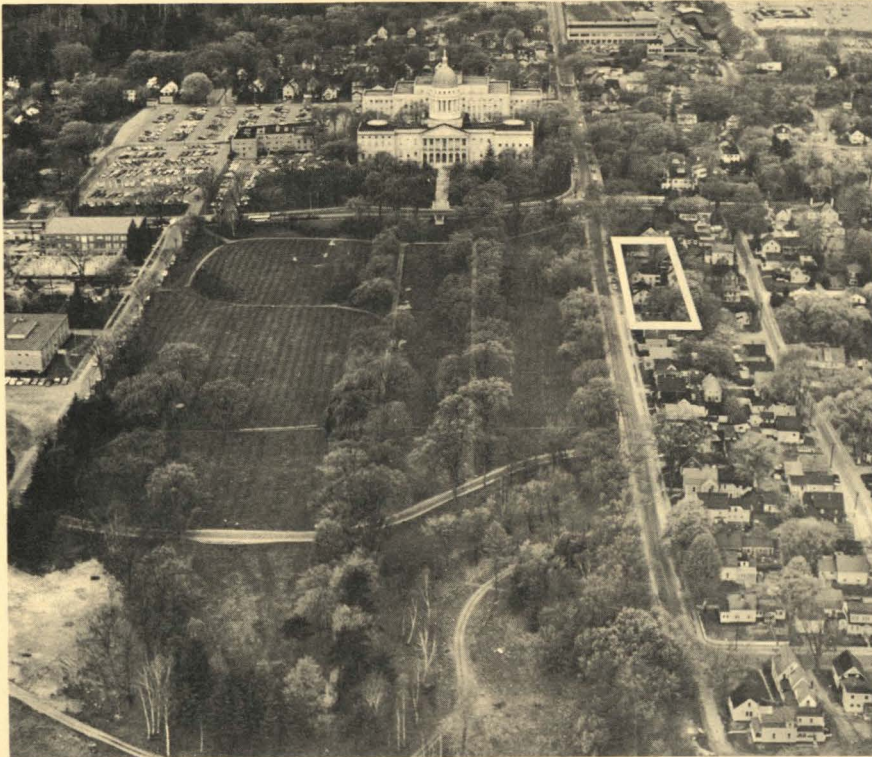
**IMPLEMENTATION OF
THE MASTER PLAN**

The Master Plan as depicted herein shows stage of development expected to be reached by the year 2000. The process of land acquisition and building construction to result in this ultimate condition have been seen as continuing over many years with priorities being assigned projects in accordance with relative needs and with the program as a whole being subject to availability of funds.

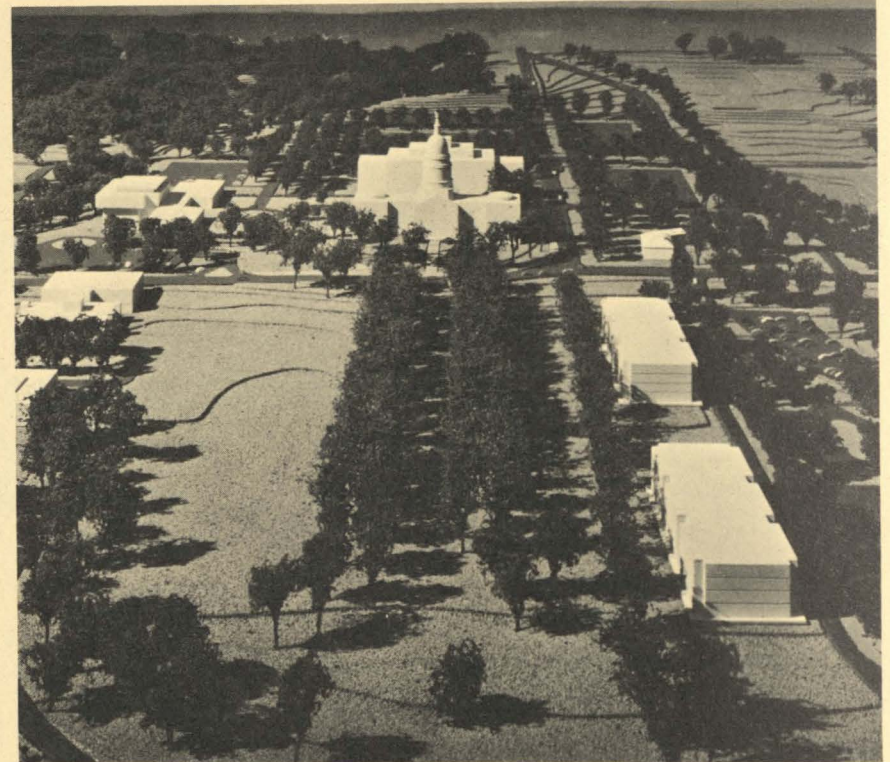
The following suggested program of implementation has been based on observation of conditions now prevailing and what has been considered the relative urgency of present and future needs.

1. Parking Facilities in area of State Office

Building. An immediate need exists to compensate for parking capacity lost through construction of the Cultural Building and to make up for the deficiency already existing in the State Office Building area. One hundred and eighty additional spaces are required at the earliest possible date.



*Aerial View of Capitol Park
Showing Location of Initial Office Building*



*A View of Model Showing Alternate Location of Second
Office Building on North Side of Capitol Park*

2. *New Office Space.* It has been concluded above that 229,000 sq. ft. gross area should be ready for occupancy by 1973 and that 204,000 sq. ft. of this should be in the form of a new building. To the area should be added, an allowance of 20,000 sq. ft. for a computer facility as discussed above which results in a total area of 224,000 sq. ft. If for some reason the full area cannot be authorized for construction at one time, it would be feasible to build less amounts in successive increments. If this course were chosen, an initial unit of 150,000 sq. ft. gross area would be recommended to accommodate the State Highway Commission and Education Department and a central computer facility. A second unit of

74,000 sq. ft. should follow as soon as possible thereafter and be designed to function as an expansion of the same building. It has been seen as housing the Finance Department. It could also absorb such functions as would have to be moved from the State Office Building to provide space for Legislative use and expansion.

3. *Renovations to State House.* This work as recommended by the Soep Report should be initiated at an early date.

4. *Parking Facilities for new Office Building.* This must be scheduled to be available by the time of completion and occupancy of the building. A total requirement of 850 spaces would exist or 600 if the reduced area structure were chosen.

5. *Addition to Health and Welfare Building.*

Construction of this 25,000 sq. ft. increment should be scheduled for completion by 1973. Additional parking space should be included.

6. *Service Building.* Occupancy should be scheduled by 1973 to permit reassignment of present spaces in State Office Building.

7. *Central Storage Facility.* Occupancy should be assured by 1973 to allow reassignment or vacating of present space.

8. *Cultural Building Plaza.* Action on this must await completion of the foregoing steps and should be scheduled when rate of progress has been established. Action should include demolition of the Education Building as soon

as its occupants can be removed to the first new Office Building. The site would then become part of a Plaza uniting the State House, Cultural Building and State Office Building.

9. *Alterations to the State Office Building.* These should be carried out concurrently with the Cultural Building Plaza to relocate the service entrance, improve the passage to the State House, enlarge and improve the Cafeteria and generally rearrange office partitions, etc. to accommodate new occupancies.

10. *State Highway Commission Garage Complex.* Action toward relocation of this facility has been seen as timed in relation to schedule for construction of the proposed new arterial. However, if plans for the arterial are not advanced in the next few years consideration should be given to proceeding with the relocation in any event.

11. *Roads, Streets and Traffic Control.* It has been assumed that construction of new or relocated roads and streets would continue to be a function of the City or State Highway Commission and that action would be taken as the need develops to meet the foregoing schedules.

12. *Land Acquisition and Landscaping.* Acquisition of land would, as a minimum, have to be accomplished in accordance with the above construction schedules. It would be most desirable, however, to proceed as rapidly as possible to acquire all properties within the Capitol Area boundaries. As land is acquired it should be cleared and those areas that are to remain open developed by landscaping treatment.

13. *Second Office Building.* A need for office space above and beyond the 229,000 sq. ft. gross area required by 1973 has been seen as

developing after 1978. It has been proposed this be in the form of a duplicate in size and form of the first building. A group of State activities generally described as Natural Resources would be a logical major tenant.

ESTIMATES OF CONSTRUCTION COST

Cost of implementation of the Master Plan will depend upon conditions prevailing at the time each increment is undertaken. Construction costs have risen steadily in recent years at a rate of between 4 and 7% per year depending upon geographical location and labor market, and this must be taken into account in establishing budgets for future use. In all estimates contained herein, prices of land acquisition have been based on current assessed valuations plus 10%, and of building construction on unit prices considered consistent with 1968 experience in the Augusta area. To all estimated costs as given below must be added allowances for Architect-Engineers fees, site and soils investigation, equipment and contingencies.

1. *Additional Parking for State Office Building Area.*

Extension of facilities to serve occupants of the State Office Building and State House.

Total . . . \$ 648,000

2. *Construction of New Office Building.*

Use of the site north of Capitol Street has been assumed. Building may be initial increment of 150,000 sq. ft. gross area or the ultimate size of 204,000 sq. ft. Acquisition of sufficient land to take the full size building is projected in either case.

a. Building of 150,000 sq. ft.

gross area \$4,700,000

b. Building of 204,000 sq. ft.

gross area 6,120,600

3. *Renovations to State House.*

Work is as recommended by Soep Report.

Total . . . \$ 800,000

4. *Parking Area for New Office Building.*

Spaces for 850 cars would be required if the

full building were to be built and 600 cars if only the increment of 150,000 sq. ft. It has been assumed sufficient land would be acquired initially to accommodate the ultimate number of cars.

a. Capacity 600 cars \$ 700,000

b. Capacity 850 cars 812,500

5. *Addition to Health and Welfare Building.*

This 25,000 sq. ft. addition has been assumed to be for normal office use. Since additional parking would be required, land would have to be acquired. Mechanical and electrical plants in existing building have been assumed as adequate to absorb addition.

Total . . . \$ 758,000

6. *Service Building.*

The site proposed for this facility would ultimately be served by a new road network. However, initially it can be reached by existing local streets and the following costs have been so based. Building costs do not reflect any provision for a central heating and cooling plant to serve the entire State Complex.

Total . . . \$ 344,000

7. *Central Storage Facility.*

It has been suggested that this facility need not be part of the Capitol Complex but might be located on the City outskirts. A commercial-type structure has been considered adequate and sufficient land should be acquired to permit future expansion.

Total . . . \$ 625,000

8. *Cultural Building Plaza.*

Project would include demolition of Education Building and construction of Plaza, terraces, etc., and new entrances to State House and State Office Building.

Total . . . \$ 330,000

9. *Alterations to State Office Building.*

Relocate service entrance, enlarge cafeteria, improve passage to State House, etc.

Total . . . \$ 740,000

10. *Highway Commission Garage.*

Information available at present is too indefinite to allow an estimate to be made. Cost will depend upon site chosen, type of construction and amount of equipment that could be salvaged from present plant.

11. *Streets, Roads and Traffic Control.*

This work which it has been assumed will be executed by the City or Highway Commission has been considered as being financed by other sources. There may be some costs incurred if the City charges the State for areas absorbed through vacating of present streets.

12. *Land Acquisition and Landscaping.*

Aside from land required to carry forward the foregoing items, acquisition of the balance within the Capitol Complex Area boundaries should be carried out. The cost of this has been estimated as approximately \$1,850,000. Further design study is required before cost of landscaping can be determined. A budget of \$500,000 is suggested.

13. *Second Office Building.*

This building is too far in the future to permit estimating of cost. If sited in the southern portion of the Park, no land acquisition costs should be involved.

The Bureau of Public Improvements has proposed the following from the above listed items for action during the 104th Session of the Legislature. For this purpose there have been added to costs appropriate allowances for professional services, site and soils investigations, equipment and contingencies. The all inclusive costs thus have been determined as:

Additional Parking	= \$ 700,000
Construction of new Office Building with Computer Facility—150,000 sq. ft. gross	= 5,300,000
Service Building	= 440,000
Land Acquisition	= 500,000
Renovation to State House	= 800,000
Landscaping, Roads and Grounds	= 100,000
Total First Phase Implementation	\$7,840,000

SUMMARY AND RECOMMENDATIONS

The consultant has found in his study of present and potential space needs of agencies of the State Government that overcrowding now exists, that much of the space utilized is sub-standard and that as a result of these two conditions, State agencies are hampered in their operation. He has also found that further substantial growth is foreseen by most agencies for the next 10-15 years. Further, this investigation has made clear that along with the problem of assuring appropriate accommodations for working functions, there is another of providing for access by and parking for automobiles.

The present and anticipated need for space is of such scope that a comprehensive and orderly program of growth is necessary to utilize to best advantage the Capitol Area established by the Legislature for future development of the State Capitol Complex. The presence within this area of several permanent type buildings and of others under construction reduces the amount of available land and use of this remaining land is restricted by the ruggedness of the terrain. If use of high-rise office structures and multi-tiered parking garages are to be avoided, that portion of the Capitol Area lying east of State Street offers the best, if not the only opportunity to meet demands of the future. Use of high-rise office structures is considered incompatible with the architectural character of the State House, and parking garages would require substantial capital investment and generate heavy operating costs.

It has been found that accumulation of deficiencies in work space over past years has grown to where early action is required toward providing new space of several types. Simultaneous construction, or a building program so scheduled as to permit occupancy on the same date of several structures, is now necessary. This is to allow at a given time a general reassignment of space with each tenant being then assured a reasonable amount of growth area. The earliest date by which construction of the major and key element could be accomplished is believed to be 1973. A program to be completed by that date

should thus be comprised of the following:

Office Building —

224,000 sq.ft. gross area in 1 or 2 increments

Addition to Health-Welfare Building —

25,000 sq. ft. gross area

Service Building

(Buildings and Grounds Service Facilities)

Central Storage Facility

Related Parking Areas,

Access Drives and Landscaping

It is the recommendation of the consultants that the Capitol Planning Commission and the Bureau of Public Improvements consider the following course of action as a result of this study and as the first step toward realization of the above proposed building program,

1. The Master Plan as herein depicted be adopted as a guide for further development and that adjustments be made in Capitol Complex Area boundaries accordingly,
2. Immediate action be taken toward construction of the proposed Office Building with adequate time being allocated for preparation of a feasibility study to locate the building more precisely, analyze site and sub-surface conditions and establish a more detailed program of requirements,
3. Land acquisition be undertaken and a schedule established for initiation of design work for the remaining above listed items to assure that they be completed in time for occupancy by 1973,
4. Finally, it is respectfully recommended to the Commission that provision be made for continuing periodic review of space requirements to identify potential increases in rapidly-growing agencies or evaluate changes in functions. Full up-dating of the Master Plan at intervals of about 5 years is considered desirable to record accomplishments to date and to maintain its effectiveness as an instrument to guide development.

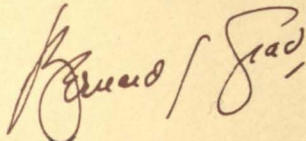
ACKNOWLEDGMENTS

The consultants wish to express their sincere appreciation of the complete cooperation received from the many State Agencies involved in the process of accumulating information used in this report. The consultants extend their thanks also, and in particular, to the Bureau of Public Improvements of which Niran C. Bates, Director, and Richard G. Bachelder, Planning Engineer, have provided most valuable assistance.

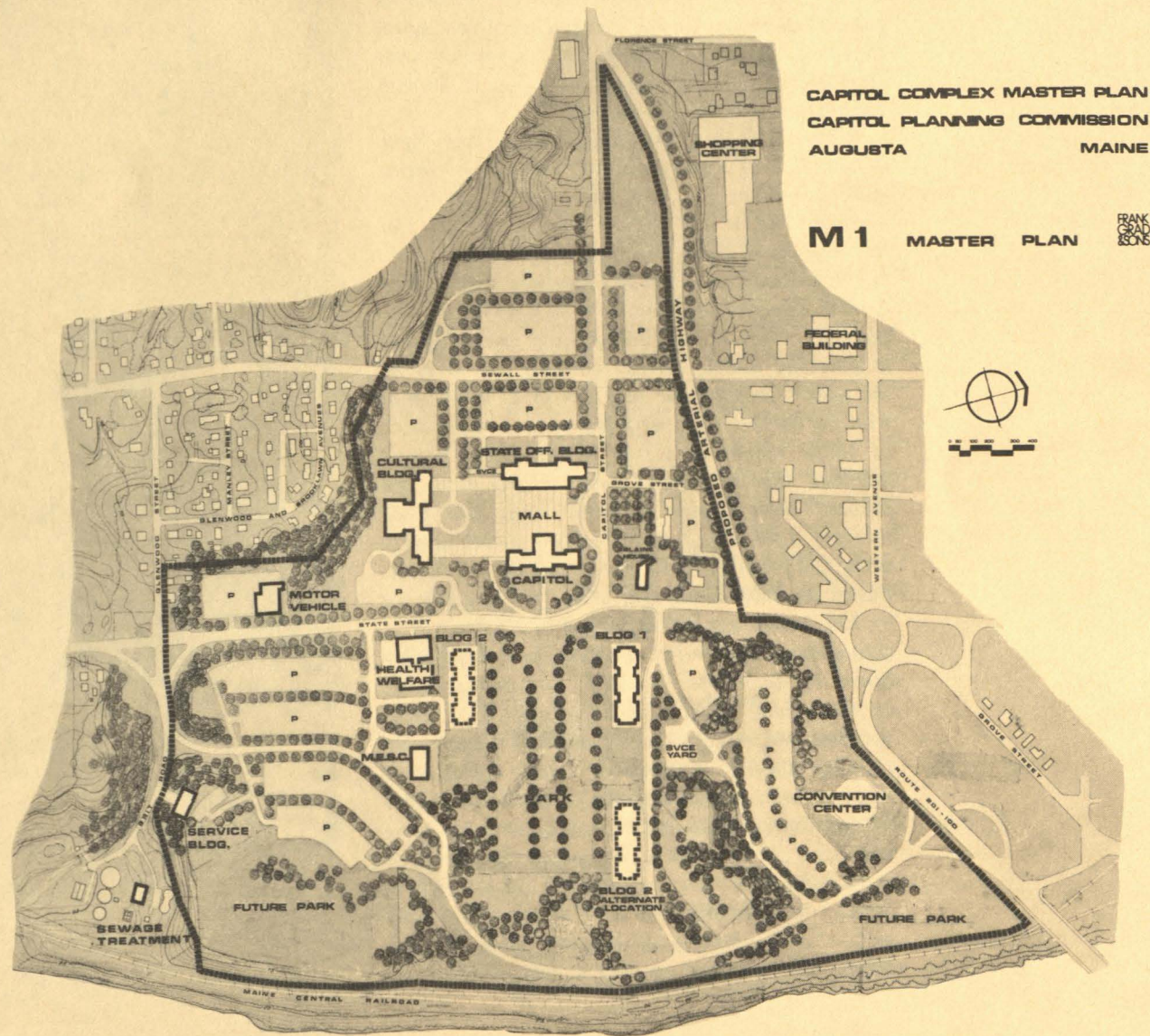
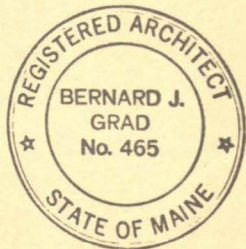
Finally the consultants wish to acknowledge the pleasure received from working with the Capitol Planning Commission whose members and architectural advisors have associated themselves very directly with the many problems arising in the planning process. Their efforts, it is believed, will find appropriate recognition in the realization of this Master Plan.

SIGNATURE

This Master Plan Report is respectfully submitted by:



Bernard J. Grad, F.A.I.A.
Architect



APPENDIX

Legislation introduced in the 104th Legislature under Legislative Document No. 758 establishes revised boundaries for the Master Plan of the Capitol Complex Area at Augusta in accordance with recommendations contained in this report. Revised boundaries are defined as follows:

Beginning at the intersection of the southerly right of way line of Florence Street with the northerly right of way line of Capitol Street; thence easterly on northerly line of said Capitol Street to a point 150 feet westerly of the intersection of the westerly street line of Federal Street and said northerly street line of Capitol Street, then southerly and parallel to the northerly street line of Federal Street about 800 feet to Kennedy Brook, thence following the thread of the stream, as the same may run to its intersection with the northerly property line of land of the State of Maine known as a part of the Motor Vehicle premises; thence westerly about 60 feet along said property line; thence southerly along said State property a distance of about 155 feet; thence easterly along said property line a distance of about 140 feet; thence southerly along said property line a distance of 120 feet to the northerly line of Manley Street; thence diagonally and south westerly across Manley Street to its intersection with the north westerly corner of land of the State of Maine; thence along said westerly property line extended to the northerly right of way line of Glenwood Street; thence along said northerly right of way line to the westerly right of way line of State Street; thence northerly along said State Street right of way about 150 feet to a point opposite the northerly right of way line of Britt Street; thence along said Britt Street to its intersection with property of Augusta Sewer District; thence northerly and easterly as said property line





may run until its intersection with the westerly right of way of the Maine Central Railroad Company; thence along said railroad right of way line as the same may run to its intersection with the southerly right of way line of highway Route 201; thence southwesterly along said highway right of way line, as the same may run, to its intersection with the northerly street line of Powhattan Street; thence diagonally across State Street to the intersection of the westerly line of State Street and the northerly line of Hichborn Street; thence along said northerly line of Hichborn Street to its intersection with the westerly line of Higgins Street; thence southerly and westerly along Higgins Street to its intersection with Grove Street; thence southerly along the westerly side of Grove Street to its intersection with the northerly side of Wade Street; thence westerly about 400 feet in a straight line along Wade Street extended to the easterly side of Sewall Street; thence southerly along Sewall Street to the northerly side of Wade Street; thence westerly and parallel to Capitol Street to the southerly right of way line of Florence Street; thence southerly along said right of way line of Florence Street to the point of beginning.

Credits

Photographs of Capitol Area in Augusta by:

*Roy Wells III, Photographer, Department of
Economic Development*

*John Norton, Photographer-Journalist, Dept.
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